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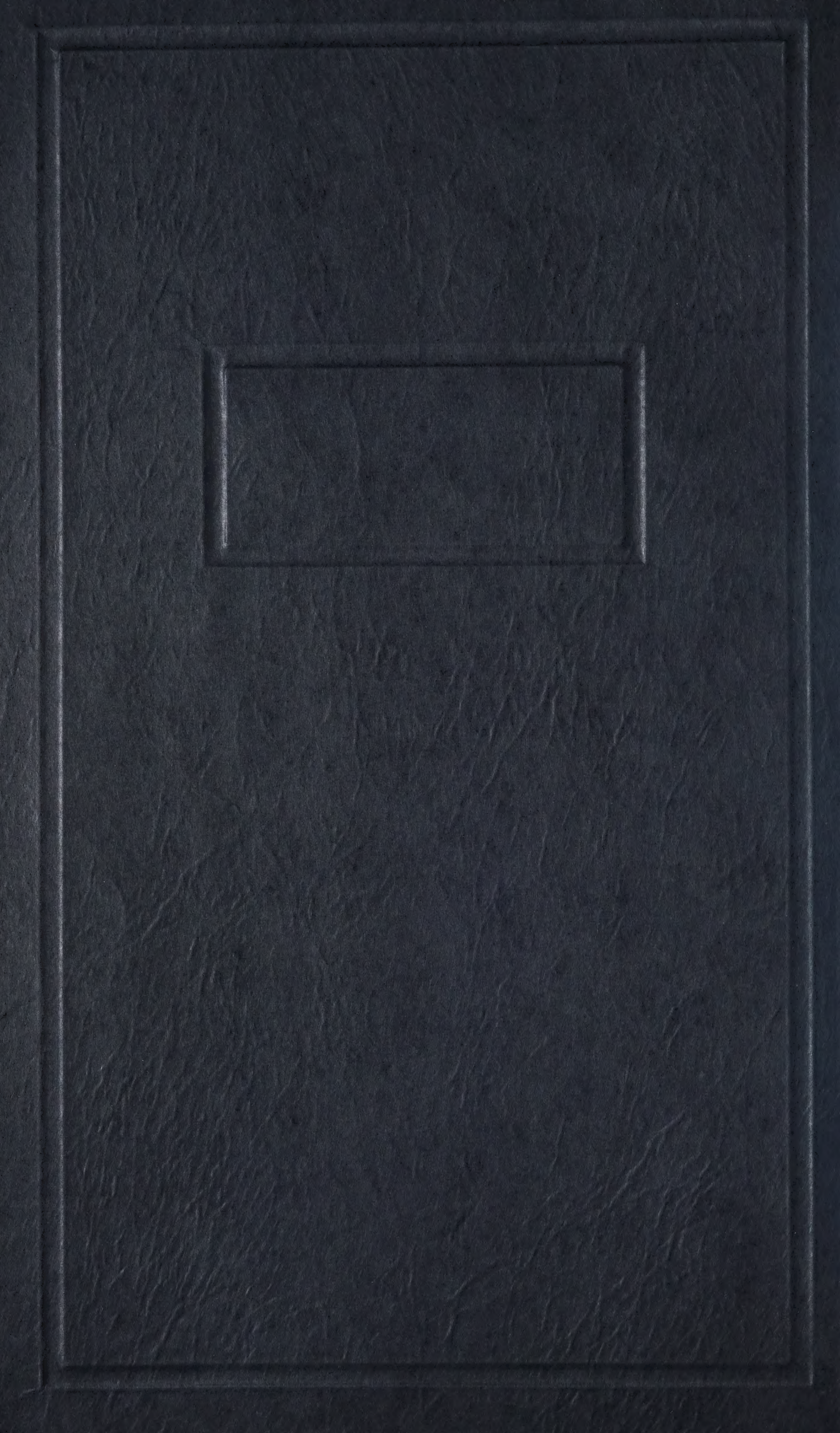
To:

Royal Commission on Metropolitan Toronto

From:

Dalton J. Little, March 16, 1964







## INDEX

<u>Subject Headings</u>	<u>Page</u>	<u>Paragraphs</u>
Preamble	1	1 - 5
Local Government	2	6 - 9
The Ward System	3	10 - 14
Local Autonomy	4	15 - 16
Civics & Democracy	5	17 - 21
The Metropolis	6	22 - 28
Amalgamation Implied	9	29 -
Sectional Interest	10	30 - 32
Population Densities	11	33 - 36
Amalgamation Bug	12	37 - 38
Primary Considerations	13	39 - (sections a - r)
The Gathercole Report	21	40 - 46
Metro Dept. Heads Report	23 and 24	47 -
Metropolitan School Board	24 and 25	48 - 50
Conclusion	25 and 26	51 - 54

### References

The References (See Ref. No. . .) are quotations from source material. They are reproductions of texts and are on pages immediately following the subject matter of this Brief.

### Exhibits

The Exhibits are clippings of a series of four articles on Metropolitan Toronto Government by the author of this Brief published in issues of the Etobicoke Advertiser Guardian during December 1962. The captions, with the exception of the heading "Crusade for Local Government", were written by the Editor of the paper. Obviously, they were so worded as to make the continuing instalments of the series each appear as if it were a sensational news story, rather than a continuation of the series "Crusade for local Government". Therefore, the author disassociates himself from the wording of the headings. It will be noted the author used newspaper style in writing the series. The Exhibits are on the pages following the References.



ROYAL COMMISSION  
on  
METROPOLITAN TORONTO

A citizen's submission to the Commissioner appointed by the Ontario Government to study and advise the Government regarding the future composition of Metro.

by Dalton J. Little

Part No.

PREAMBLE

1. The progressive development of local government means many different things to many different people. There are probably no two persons who would be in complete agreement respecting the ideal concept for the municipal government of the Metropolitan Toronto area for instance.
2. As to how far local government may be applied geographically or subjectively to a given area in either sense, or as to how far the localization of municipal government may be stretched and still remain essentially local in character is a moot question.
3. The wholesome degree of interdependence of the thirteen area municipalities of the Metropolitan Area and the retention of jurisdiction in their respective domestic affairs has been made possible by The Municipality of Metropolitan Act, 1953 and as amended to date.
4. In the light of experience and in the prospect of an accelerating tempo of population and economic growth, there is general recognition of the need for a new look at Metro. Too much may be expected from the re-amp but if the face-lifting is not too drastic the result should reveal a civic countenance worthy of this great urban centre of the banner Province of Canada.



5. The Ontario Government in its wisdom has appointed you, Sir, as Commissioner to make the examination, report your findings and make your recommendations. We trust that the submissions of subject public bodies in the review area, of other organizations and of private citizens will be of practical assistance in your work of obtaining the necessary factual material and in analysing its content and implications. We recognize that public clamour from any quarter, political pressures or considerations of expediency have no place in objective thinking or planning. We wish you well.

LOCAL GOVERNMENT

6. In a sense the public administration of Metropolitan Toronto and its environs is local government. It is the local scene in relation to the area of jurisdiction reposed in the government of this Province.
7. On the other hand, if we are to recognize local government for what it has meant and still means to many people, we shall perceive certain of its more or less defined characteristics. By comparison with higher levels of government, the village, town, city or township usually will have a government enjoying a more intimate relationship with the majority of its electors. The degree of such intimacy determines the extent of local self government extant.
8. In the populated region having local government per se, whether rural or urban, the area governed will be comprised of a number of neighborhoods near enough to each other, as the crow flies, to facilitate close inter-communication of their respective residents in meeting common needs as citizens of the entire municipality. The representation on municipal council in such a case will be made up of councillors or aldermen known personally to a large segment of the electorate of the several neighborhoods.



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9. When an urban area expands to the point where the citizens no longer know or can conveniently reach their elected representative on the municipal government of the city or large urban township, it has become too large to be regarded as having an articulate "grass roots". There is, then, little neighborhood or local motivation in the civic administration. This is the situation that people who are genuinely concerned for the preservation of local self government are anxious to prevent or correct where it exists.

(See Ref. No. 1.)

#### THE WARD SYSTEM

10. Under civic government the division of the land area of the municipality into constituencies called wards unquestionably gives the people residing in each ward direct representation on council. Even under this system, however, many wards in large cities develop such population growth that each becomes no longer an electoral area of a few neighborhoods where many people know each other and their councillors or aldermen personally.
11. The city having many wards, large or small, and boundaries extending fifteen or twenty miles from its core is not a municipality providing, in the true sense, local government throughout its far flung neighborhoods.
12. Too many people living in ward number one, two or three have little or no interest in the local needs of their fellow citizens in ward ten or ward twenty. In the big cities the aldermen spend much of their time getting special considerations from the civic government for their own wards.



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13. Vote-catching activities on the part of the people's representatives might be cited as instances of good representative government at the city hall for the people in each ward. Nevertheless, "ward heeler" and "ward politician", in the parlance of the man on the street, are uncomplimentary terms or appellations not always deserved. Discouragement of active citizen participation in public affairs is one of the results. A continuing or progressively worsening of public-spirited public service by the politicians, and varying degrees of degeneration at the civic staff level, are too often the collaterals of public apathy.

(See Ref. No. 2.)

14. It is a terminological incongruity to say that the people in the wards of a city having a population of a million or more have "local government". What they have is, of course, municipal government by which their local ward councillor has one small voice, or if two aldermen, two small voices. The municipal legislative body is often as far removed from close contact with its neighborhoods of homes, schools, churches and community activities generally, as a provincial legislature in a province of comparable population is distant from the people in many of its communities - to wit, the Province of Prince Edward Island.

#### LOCAL AUTONOMY

15. The extent of self determination in all matters which are within the legal competence of a self-governing community of people is its measure of local autonomy.
16. The term "local autonomy" has a connotation which is damaging to responsible government. For instance, no municipality in the Metropolitan Toronto area should fight for the preservation of its autonomy in the spirit of retaining for itself rights or prerogatives hitherto quite proper in the scheme of things but outmoded today in a federated form of municipal government of which it is a member, along with its neighboring municipalities.



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CIVICS AND DEMOCRACY

17. Lack of interest in public affairs is not, of course, solely the result of the bad repute into which some jurisdictions of local government may have fallen, as cited in paragraph <sup>13</sup>10. The citation of possible remedies may not be directly within the purview or terms of reference of a commission appointed to make recommendations respecting the future structure of municipal government in the Metropolitan Toronto Area. Nevertheless, the composition of that government will have a great deal to do with the future success of the workings of the democratic processes in the subject area.
18. Elections of representatives of the people to serve on government at any level which result from twenty-five to thirty-five percent of the electorate exercising the franchise can spell the doom of democracy. Unless remedied, such public disinterestedness might, indeed, do so. It may be later than we think!
19. Compulsory voting, imposed by law, is surely not the answer. Regimentation well serves the dictators or totalitarian forms of government but it is the very antithesis of free elections to a government "of the people by the people for the people".
20. The need for greater enlightenment of the body politic in our way of life, in our institutions, private and public, as they function in a democracy is apparent. It can only be met by instilling a much greater social consciousness from the cradle to adulthood, - the period of maturity. The responsibilities of the home and the school, in this regard, are self evident. The first step would appear to be in the placing of much greater emphasis on the teaching of proper social behaviour, civics and political science in our elementary, secondary and in the higher schools of learning.



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21. Coincidental with a program such as indicated in the previous paragraph and supplemented by a sound, public relations program by government, there should be preserved the fertile field of local government. Only in an atmosphere conducive to the development of the principles of good citizenship can we hope to get a positive interest and active participation in public affairs by John Public. Municipal government is recognized as the closest level of government to the people. It is the "grass-roots" government because it is essentially local - close to its source - in character, even though the degree of its local aspect varies greatly from municipality to municipality.

(See Ref. No.3.)

#### THE METROPOLIS

22. In any review or exposition of what we mean by Metropolitan Toronto government we should bear in mind that the word "metropolis" means "mother or parent city" or "the chief or capital city of a state or region", to quote dictionary definitions. It should also be noted that the form of government of any particular, or of any one metropolis, has nothing to do, inherently, with metropolitan cities generally because there is no distinct or peculiar pattern of government for such centres.
23. As compared with municipal government in smaller urban communities there may be no difference in form or function of the machinery of government in the metropolis. Therefore, we cannot speak of "the metropolitan form of government" unless we have reference to the kind of government functioning in a metropolis. If at the present time that metropolis were "Metropolitan Toronto" we would be specifying the government of a metropolitan centre and its suburbs, as defined by Ontario Provincial statute. In other words, there is just no such thing as "metropolitan government" in a general sense.



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24. Since a metropolis has reference to one city, the term Metro, meaning Metropolitan Toronto, is not really applicable to the group of municipalities marshalled by law to function together for only these public services and such corporate financing as prescribed by the famous Bill 80, with amendments to date. The thirteen area municipalities continue to operate as public corporations within the meaning of the Metropolitan Toronto Act, 1935, and amendments thereto.
25. An inter-municipal form of government, such as we are considering, is in a very real sense a super-urban area government. It might, therefore, very well be referred to as the "super-urban" form of municipal government, or simply the super-urban government rather than the metropolitan government. To meet the requirement of better phonetics "super-urban" would become, in common usage, "superban". Pronunciation would put the accent on the second syllable, viz: soo per ban. The first syllable of the word "suburban" is pronounced as the first syllable of the word submarine or submerge. The letter "p" demands a much greater emphasis than "b", even though the accent is on the second syllable in both the coined word "superban" and in the presently recognized word "suburban". Although superbia would have four syllables to metro's two, it would serve to correctly describe the second level of municipal government comprised of the city, or core municipality, and its suburbs under a confederated form of such government.
26. The attempt to analyse the term "metropolis" in relation to civic government in the foregoing paragraphs, numbers 22, 23 and 24 and the suggested substitution offered in paragraph number 25 may be a fruitless exercise in semantics. Albeit, degradation of the Queen's English is inexcusable when suitable words in the Oxford Dictionary are available. The adaptation of a word in an appropriate context may provide the proper syntax, even though that word is a "coined" derivative. Interpretive phraseology is the key to good composition. Without it concepts of the intended message are obscured.



It is a common mistake to suppose that the word "metropolis" is derived from the Greek word "metros" meaning "measure" and "polis" meaning "city".

In fact, the word "metropolis" is derived from the Greek word "metropolis" meaning "mother city". The word "metropolis" is derived from the Greek word "metros" meaning "measure" and "polis" meaning "city". The word "metropolis" is derived from the Greek word "metros" meaning "measure" and "polis" meaning "city".

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26. The use of sloppy terminology originating from haphazard descriptions of new or redesigned objects, abstracts or theories deteriorate language as the spoken or written medium of inter-communication. Usage makes wrong quite right in the opinion of some people. This reminds me of the use of the word "seasonable" by meteorologists at Malton, when referring to the state of the weather. Announcers on radio and T.V. stations, other than those of the C.B.C., usually employ the more correct word "seasonal". One of these fellows at Malton told me he thought their usage of the word "seasonable" helps to make it acceptable in the sense which they use it!
27. Correct terminology, the provisions of the Act referred to notwithstanding, to describe in actuality the constitution of Metro as we know it might be couched in some such terms as the Confederation or Federation of Toronto and Area Municipalities. For the sake of brevity or simplification, no doubt, the Ontario Legislature gave the confederation which it created the title "Metropolitan Toronto". Without adding the words "area municipalities" it is not a true title or a truly descriptive one of the Act.
28. To say that Metropolitan Toronto includes Etobicoke, Scarborough, etcetera, is not so because the City of Toronto is itself the metropolis. The area municipalities, although adjacent to each other, cannot be as a group, a metropolis. Only because the Ontario Legislature enacted a bill which, in effect, says that they are one metropolis must we refer to the subject area as Metropolitan Toronto. We recognize that common usage over a period of years has given a plus meaning to any "metropolitan area" where a group of concomitant municipalities, having a metropolitan city as its centre, exists. Thus the Metropolitan Toronto Area by this synthesis is understood to mean the metropolitan City of Toronto and its suburbs.







Par. No.

28. Even a public body such as the Toronto Regional Office of Central Mortgage and Housing Authority becomes confused. In a recent covering letter relating to tables containing the results of a survey of rental vacancies in the Toronto Metropolitan Area, the Housing Authority referred to the subject area as "Metropolitan Municipality of Toronto". Actually, this wording describes the City of Toronto only. Granted the capital "M" makes the word "Metropolitan" part of the title. It might be argued that the mere transposition of the words "metropolitan" and "municipality" would not alter the meaning except for the fact that, unscrambled, we have the title prescribed by legislation for the subject area. If we speak of the Metropolitan Municipality (or City) of Montreal, it is quite clear we have reference to the Metropolis of Montreal and not other municipalities on the Island of Montreal as well. Incorrect legal terminology does not affect the root meaning of the word "metropolis".

AMALGAMATION IMPLIED

29. The title of the Act constituting the federated form of municipal government in the Toronto area implies an amalgam into one indivisible whole of the thirteen municipalities subject to its provisions, even though the text disassociates the measure from any attempt to effect amalgamation. Therefore, it would seem appropriate that a title more correctly denoting the form or complex of the confederation of several area municipalities should be given to any enactment resulting from a bill to further amend The Municipality of Metropolitan Toronto Act, 1953 or to any new piece of legislation that might replace the present Act, unless, of course, amalgamation were to be substituted for any form of confederation. Obviously, such eventuality is quite







29. improbable in the light of all the circumstances and successes, past and present, attendant upon the functioning of Metro, or Superbia.

#### SECTIONAL INTERESTS

30. To revert to our train of thought as expressed under the caption "Local Autonomy", paragraph <sup>15</sup>~~12~~ herein, we recognize that the sectional interests, and often diverse ones, of the thirteen area municipalities of Metropolitan Toronto bedevil the machinery of government at the so-called "Metro level".
31. The maladjustments and frustrating administrative experiences of Metro have been developments which were foreseen to some extent when the thirteen heterogenous parts of the political entity came into being. Indeed when Bill 80 was introduced in the Legislature, February 25, 1953, the Premier of the day, the Hon. L. M. Frost, Q.C., foresaw ultimate changes in the legislation in the light of ensuing years of experience. Referring to the members of Metro Council and Metro School Board and to those of the councils and eleven boards of education serving the thirteen area municipalities he said, in part, "From these elected representatives working democratically will come changes and solutions which will give to this great and important area the type of government which best suits its needs". To the extent that all of these bodies make representations at this time to your Commission, Sir, and in the consequent changes which the Ontario Legislature enacts after receipt of your report and findings, we trust Mr. Frost's predictions will have been fulfilled, at least to a significant degree.

(See Ref. No. 4.)







32. The success of this experiment in federal government at a second municipal level during its first ten years of operation has been remarkable. It was in great measure made possible by the devoted service of a very able chairman who guided its destinies until recently. He had the loyal support of a majority of members of the Metro Council in most situations and of good civic employees day in and day out.

#### POPULATION LIMITS

33. The maximum population and area in square miles for a borough, or unit of confederated municipalities, is not easy to determine or is it a simple matter to draw the boundaries beyond which the metropolitan area should not extend. Over population and excessive area of the borough diminishes the degree of localization in government that is possible. Most of the people in the over-sized borough may be separated by miles and, even though only as far away from their councillors and municipal officials as the telephone, they have not that mutual knowledge, understanding and community spirit which makes for the successful functioning of local government. The Report of the Royal Commission on Local Government in Greater London (England) 1957-60, Chapter XX Section 1001, last paragraph says, in part: "They (the boroughs) should as a rule be within the population range of 100,000 to 250,000 and the necessary amalgamations should be broadly on the lines indicated in our report".
34. Over extended boundaries of the present Metro Area now or in future, such as embracing all municipalities from Oshawa to Oakville or Burlington, would tend to reduce the efficiency of the federated structure of municipal government and also, per chance, cause it to overshadow in a number of important aspects its creator, the Legislature of the Province of Ontario.



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35. It would seem desirable, therefore, that any statutory revamping of the present Metro Area Government should not only make provision for growth but also define the geographic limits beyond which the subject area cannot grow.
36. When two or more adjacent municipalities might mutually wish to merge in their entireties, or in parts of their jurisdictions, they should be able to do so by procuring the enactment of a private bill by the Legislature. If the boroughs are constituted as the electoral districts from which Metro councillors are elected, no changes in municipal boundaries could be permitted that would disturb the equilibrium of inter-borough population densities in relation to the number of Metro councillors to be elected from each borough. If such inter-jurisdictional changes involving municipalities presently located beyond the boundaries of the Metro Area would result in an extension of the Metro Area boundaries as prescribed for the future, then the applications for provincial government authority would not be by private bills. Rather, they would be by petitions to the Ontario Government, or appropriate government authority, which would decide whether the Act then governing the Metro Area should be amended so as to accommodate such proposed changes. It would appear that the more elasticity there is in these matters, as they affect the local governments or boroughs, the better.

(See Ref. No. 5)

#### AMALGAMATION BUG

37. The writer is not trying to make a case for autonomy for its own sake or for autonomy to perpetuate any self-aggrandizement of local politicians. Some years ago when I was a resident and taxpayer in the City of Toronto I had the "amalgamation bug". I thought that these pip-squeak so-and-so's were only trying to preserve their local municipal councils for selfish ends.





38. For almost thirteen years I have been a property owner and resident of Etobicoke, a former editor of one of our local newspapers; a member of the Etobicoke Board of Education a few years ago; and am presently engaged in the selling and leasing of industrial real estate properties as an active associate member of The Toronto Real Estate Board. Consequently, from my contacts and experience in suburbia I have gained a greater appreciation, I believe, of the importance of local government, in relation to the higher levels of government in this country, than I had previously.

#### PRIMARY CONSIDERATIONS

39. In any reorganization of government for the Metropolitan Toronto area some of the primary considerations would appear to be:
- (a) The preservation of self determination in local government consistent with a well integrated federal complex embracing the several local government areas.
  - (b) Provision for the annexation of additional existent municipalities, or parts of same, on the fringe of the review area when predetermined conditions have materialized.
  - (c) The allocation of jurisdiction to the boroughs in most, if not all, fields of service and responsibility presently vested in the thirteen area municipalities of Metropolitan Toronto.
  - (d) A continuation of the present fiscal responsibilities between the municipal governments of the review area and the central or Metro municipal government which will enable the borough councils to administer their local municipal services and between the area public school boards and the Metropolitan School Board which will enable the area boards to administer their respective school systems.



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- (a) The preservation of self-determination in local government.
- (b) Provision for the annexation of additional existing municipalities or parts of same in the light of the review area they represent.
- (c) The allocation of jurisdiction to the proper level of service and responsibility presently vested in the various municipalities of Metropolitan Toronto.
- (d) A continuation of the present fiscal responsibility between the municipal governments of the review area and the central or Metro level of government which would be the basis of a council of municipalities.

39

- (e) Recognition of the status of the Metro municipal government of the review area, as, in fact, that of a second level of municipal government.
- (f) As democratic government at the present municipal level merits and demands municipal councils comprised of members elected by popular vote of the electors, so in the second level of municipal government, wherever created in this Province, the governing body or council should be comprised only of the representatives of the people in the boroughs or constituencies of that second level of municipal government who have been elected specifically to serve on such council. This proviso would eliminate the present indirect representation on Metro Council. With members of Metro Council all elected to that body by the people and devoting all of their talents to Metro administration, they should elect one of their number as Chairman.

(See Ref. No. 6)

- (g) That the boundaries of the constituencies or electoral districts of the second level of municipal government (Metro) shall have no relationship, necessarily, to the boundaries of the boroughs, towns, cities or townships comprising the Toronto Metropolitan Area. They shall be drawn to give fair representation by population on the Metro Council.
- (h) If, for instance, the present thirteen area municipalities are grouped into four, five or seven boroughs the "rep by pop" may be achieved by making provision for a Metro Council consisting of one Metro councillor for every given number of voters. Depending on the size of the smallest of the boroughs, the given number of voters per councillor might be 10,000, 20,000, 50,000 or any number between these figures.



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- (h) The larger boroughs might have several wards each. These wards might send one or two councillors each to Metro Council depending on the number of electoral voting units assigned to each ward on the basis of voters per Metro councillor throughout the whole Metro area. Under this arrangement, no ward should be so large as to have a greater voting population than would be required to elect two Metro councillors, even though representation were as low as 10,000 voters per councillor.
- (i) Should the plan described in paragraph 39 (g) be adopted, the present boundaries of the thirteen area municipalities of today's Metro need not be disturbed, unless the Town of Weston, the Village of Swansea, the Town of Minico and the Village of Long Branch were grouped with an adjacent municipality in each case to avoid having the index number of Metro voters per Metro councillor at too low a figure. This plan would preserve for the people in many communities of Metro their own heritages. It would save for them their local historic sites and their community loyalties. The community spirit of a well integrated and socially adjusted municipality is an important characteristic of an urban area so fortunate as to possess it. Without the more or less self-contained and self-propelling urban centre these qualities of heart and mind, these manifestations of neighborliness extending throughout the community just cannot develop or grow. There is much to be said for the retention of cherished environments both physical and social. This plan seems to be working satisfactorily in the Winnipeg Metropolitan Area.

(See Ref. No. 7)



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(1) Should the plan described in paragraph 39 be  
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There is much to be said for the retention of  
neighborhoods, and the Commission has proposed that  
the plan should be so drafted as to retain the  
neighborhoods and the communities of the city.

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(j) If the plan as described in paragraph 39 (h) is employed the actual number of boroughs would be only incidental to the geographical areas and populations of each. One borough might contain X square miles, another Y square miles and yet another X plus Y. So long as the population densities of the several boroughs were such as to be roughly divisible by the number of electors per Metro Council member throughout the Metropolitan Toronto Area, the size in square miles or total population of each borough could vary greatly. It is for this reason that we indicated in paragraph 39 (i) that certain smaller municipalities might be subject to annexation in whole, or in parts, to adjacent municipalities. If the Metro voting index were set at 40,000 voters for example, several of the presently constituted smaller area municipalities of Metropolitan Toronto Area would not be divisible by such index unit.

(See Ref. No. 8)

(k) That the election of the members of the Metro Council shall be held bi-annually at the same time as the elections to the borough councils.

(See Ref. No. 9)

(l) Under plan 39 (g), though some of the voters of a borough might be resident in a different Metro constituency, or electoral district, from other voters in the same borough, the voters' lists would designate the two categories for voting purposes in all cases where such were the case. The returning officer of each polling subdivision in each borough would be supplied with a sufficient number of ballots for both the borough elections and the Metro elections to enable all the voters in his polling subdivision to vote for their respective candidates in both jurisdictions.



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- (m) The voters' lists under plan 39 (g) for all polling subdivisions of the Toronto Metropolitan Area would be compiled by the Clerk of Metro as chief electoral officer with the active co-operation of the municipal clerks of all the area boroughs. These voters' lists would permit confining the places of voting, the polling booths, to one such booth for each polling subdivision of each borough. There would be no polling subdivisions for the Metro electoral districts, as such. The cost of preparing the voters' lists, printing and distributing them, etcetera, would be shared by the first and second levels of municipal government in the review area.
- (n) The fiscal responsibilities of Metro and the area municipalities shall remain as provided by Part XIV - Finances, - Municipality of Metropolitan Act 1953, as amended, and with only such further amendments as are indicated by reason of constitutional changes in government for the review area.
- (o) That provision be made to provide, by provincial grants or otherwise, for the building of schools large enough to meet the potentially evident requirements of school areas during a period of at least five years from the date of debenture-issue approval on account of capital expenditure for each school, elementary or secondary, to be built in any public school division or high school district in the Metropolitan Toronto Area. The thirty million dollars of debenture funds which, I understand, is made available by Metro from its one hundred million, does not begin to take care of the rapidly growing school populations. Boards of education in Metro should not be limited to proven school populations at date of submitting their annual budgets to the Metropolitan School Board.





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- (o) If the rate of population growth in the developing area of a proposed school is such as to clearly indicate a given pupil increase within five years, the school should be built to meet, or approximate, that need. If the area where a secondary school is to be built indicates an ultimate attendance of 1200 students, for example, the school should not be built to accommodate only 600. It should be possible to build it for 1,000 pupils. This would leave a safety margin of 200. It would then serve its area for four or five years without costly additions during that period at least. When a collegiate institute costing \$1,152,000, by contract for the building only, sans site improvement, equipment or architect's fee, is officially opened February 7, 1964 and the 1964 budget of the Board of Education for the district must include an item of \$800,000 for sixteen additional classrooms and auditorium to be ready for September 1965, there is a great waste in construction costs. In these situations portable classrooms are invariably pressed into service long before the addition to the school is ready. The example cited is Scarlott Heights Collegiate Institute in Etobicoke. The new school opened so recently has some twenty four classrooms, laboratories, etcetera, in addition to two gymnasiums, cafeteria, etcetera. (See Ref. No.10)

If this were an isolated case one might expect remedial measures would be taken to prevent a recurrence of such a situation but it is the inescapable rule in so many cases under existing financing for new schools and has been the experience for some years. When I was a member of the Etobicoke Board of Education in 1959-60



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posed to Seattle Heights College Institute  
in Redmond. The new school, named as such,  
has some twenty four classrooms, laboratory,  
gymnasium, in addition to two gymnasiums, cafe,  
central auditorium. (See Map No. 10)  
It also has an attached case one might expect  
new kind of science would be better to present a  
picture of such a situation but it is the  
unpleasant life in so many cases under such  
the new schools and has been

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- (o) we were concerned about this piecemeal method of financing new school construction and it is still a matter of grave concern. Financing under the new municipal loan fund will alleviate some of the problems, in so far as costs for special projects may be paid for in this way, but the Metro debenture limitation presently in effect is one of the proverbial millstones around the neck of our area school boards. A major share of today's inordinate cost, and increasing cost, of school construction, occasioned by an unprecedented increase in school population, can be provided without putting too great a plus burden on real property taxwise. By reducing the number of early additions to new schools the ultimate cost of school construction would be lessened materially.
- (p) That the integrity of area boards of education be preserved in any reorganization of Metro. Each in its sphere of interest and each in its direct responsibility to the electorate, the municipal council and the local school board is a public body incorporate and, therefore, inviolate from the machinations of the other. It takes a new councillor or alderman-elect a period of from six months to a year to familiarize himself sufficiently with the public business of his town to be at all effective as a member of council. Similarly, a new school trustee must serve on the board and do his homework for a like period of time before he begins to grasp an appreciable understanding of the intricacies of running a sizeable public school system. Since education takes approximately fifty percent of the realty-tax dollar, it ill behooves members of municipal councils to try to get hold of the purse strings of the public school boards. They were not elected by the people to run the schools and in some measure by temperament, in more



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trust. The responsibility for the future of the  
the responsibilities of the other. It takes a new  
council in reorganization of a board of three or  
more to a year to familiarize itself with the  
with the public business of the board to be an effective  
official as a member of council. Similarly, a  
new board of directors must serve on the board and on  
its own for a like period of time before an  
effective grasp on comparable responsibilities of  
the responsibilities of running a district public school  
system. Thus education takes approximately fifty  
years to really get going. It will take a  
technical committee to try to get out  
the structure of the public school board.

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- (p) measure by illconsidered predilections without basis, in fact, and by presumption, they assume the role of being members of the superior or senior branch of local government. All members of municipal councils are by no means guilty of the superiority complex. Many of them have served on boards of education before becoming councillors. Reeve J. P. McBeth, a former chairman of the Etobicoke Board of Education, often supports the Board when it is attacked by members of council.
- (q) The clarification and definition of functions in all branches of public affairs will be the requisite in any plan evolved for government within the review area for the foreseeable future. The term "public affairs" in this context includes municipal councils, boards of education, planning boards, conservation authorities and all other public bodies or commissions which impinge on public administration at the first and second levels of municipal government.

(See Ref. No. 11)

- (r) That the legislation to further rationalize Metro, amplifying its provisions in some respects and modifying in others, should be so drafted as to create a model of municipal government at the second level which will appeal to proponents and champions of local government throughout Ontario. The amended or new statute governing the structure and modus operandi of municipal government in the Metropolitan Toronto Area could then be used as a pattern by other urban areas of municipalities immediately adjacent to each other.





40. THE GATHERCOLE REPORT

Your Commission undoubtedly has a copy of the report by the Ontario Department of Economics, November 1961, entitled the "Metropolitan Toronto System of Government" which was prepared for the Special Committee of the Metropolitan Council on Metropolitan Affairs. The author of the "Gathercole Report", as it has been frequently referred to, was the Deputy Minister of that Department of the Ontario Government, George E. Gathercole. The report, according to its preamble, was intended to be fact-finding in character presenting an "analysis based on 1959 data of the financial incidence or impact on each of the area municipalities relating to the adoption of (a) amalgamation; (b) a five city or borough system of Metropolitan Government; (c) a four city or borough system of Metropolitan Government".

41. Instead of confining his study to fact-finding, on which he did an excellent job, and a strict analysis of those facts, the author made deductions or comments obviously intended to support his contention that the creation of four or five boroughs, preferably four, was the best solution.

42. The Gathercole Report has been, in certain parts of its content, variously interpreted by both pros and cons of amalgamation. Under the caption, "Proposals for Overcoming Problem", page 11 of the Report it is contended that "Metropolitan electoral districts from which one or more members would be elected directly to the Metropolitan Council.....suffers from several defects". It states that this plan would be "more cumbersome" but the subject of comparison is not stated.



that Commission understood it was a copy of a letter

by the Ontario Department of Education, dated

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which was prepared for the Board of

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43. In the mind of the writer of the Report, the unfavorable comparison may have been with the other four plans which he outlined. Nothing could be further from the truth. Multiple voting: Surely nothing more vexatious. The Gathercole Report, page 11, paragraph 3 cites the pitfalls of this system of voting very well. Representation on basis of City of Toronto population per alderman: It hasn't stuck so well under the B.N.A. Act with the Province of Quebec. Before long Toronto would want more representation too! Amalgamation (more correctly "annexation" of the suburbs): What could be more cumbersome or burdensome to the citizens of the outlying neighborhoods of the one big metropolis than the Big Wheel down at the City Hall trying to give local government in a city of two or three million? Five or Four Boroughs: Such new cities or boroughs, as envisaged by the Report, would soon inflict encumbrances in the operation of the second level of municipal government. The perpetuation of representation from area municipalities, as such, on Metro Council would create, in time, rivalry among them. Each borough would vie with the others through its representatives on Metro Council, whereas councillors elected directly to Metro from electoral districts having no geographic relationship to the boroughs would have no such sectional interests.
44. There can be no "rivalry between the two spheres of local government" as this report fears so long as the relative jurisdictions of each are properly defined by provincial legislation.
45. Liaison between the Metropolitan Council and those of the local area councils would be effectively maintained at the staff level and by special inter-urban committees of the elected representatives to deal with particular projects or spheres of common interest wherever such were indicated in the light of experience.





Par. No.

46. "Representation by population consistent with financial interest" is the hypothesis on which the Gathercole Report rests. Such an assumption presupposes the adoption of a multiple borough plan by which the boroughs would be, in fact, the members of the super-urban corporation. One might just as well argue that to make confederation work at the national, or federal, level the boundaries of the several provinces should be changed, or that arbitrarily new provinces should be carved out of the total area of Canada to effect the same result. At either the federal or municipal level such a stop gap could only serve some mysterious and dubious purpose for a limited period of time. Yet by creating the second level of municipal government as an entity in fact and not as a part of a pseudo confederation, there would be no problem of trying to reconcile among the subject boroughs the imbalances of population densities, varying commercial and industrial assessments in relation to residential assessments, - or to plan for a changing pattern in these and other statistical particulars for, say, the next hundred years. Even a Gathercole economist could not do this. The idea that party politics at the federal level and not at the municipal has anything to do with this problem is surely utter nonsense. Government by the party in power is simply a present-day manifestation of democracy at work, not a very illustrious one at that.

METRO DEPARTMENT HEADS' REPORT

47. The report, October 18, 1961, prepared for The Special Committee of the Metropolitan Council on Metropolitan Affairs by the Committee of Metropolitan Department Heads contains some pertinent observations on the pros and cons of centralization of the Metro Area government. The primary purpose of that report was to provide "a picture of the total existing governmental and administrative structure in the Metropolitan Area", page 6 of the Report.





47. The comments relative to the single council idea and the two-level system are found at pages 11 (second paragraph from the bottom of the page) and 20 ("Efficiency Potential"). A perusal of these parts of the Report shows that the Metro Department Heads, after obtaining the voluminous data from heads of civic departments in the area municipalities, came to the conclusion that amalgamation would pose many serious problems.

METROPOLITAN SCHOOL BOARD

48. There do not appear to be the same fundamental reasons for direct representation on the Metro School Board of taxpayers throughout Toronto Superbia who are assessed for public school and for secondary school purposes as there are for the citizens of the Review Area to have direct representation on the Superban Council. The Metro School Board is concerned primarily with control of fiscal matters such as capital expenditures on sites and buildings, debenture ceilings and etcetera of the area boards. It is also responsible for inter-jurisdictional regulations concerning attendance of pupils in one Board Area at Schools in another area, and transportation costs in the latter situation.
49. It might be said that the Metro School Board is the clearing house, or the co-ordinating agency for the several local school boards in their operational functions. It is not an operating organism responsible for Superban services, such as the Metro Council itself operates. It does not undertake public works of any sort within the local school board areas for these boards severally or individually.
50. In these circumstances, it would appear that an allotment of trustee representatives on the Metro Board might be determined for each area school board at a given number of taxpayers per Metro School Board member throughout the Metro Toronto Area. The pro





Par. No.

50. rata representation of each area board of education, including the Toronto City Board, would then be from possibly one representative to five or six. These representatives would be, of course, trustees of the respective boards. The Toronto and Suburban Separate School Board would continue to have representation on the Metro School Board, possibly more than two representatives as presently provided by the Act.

CONCLUSION

51. Zoning to regulate land use in town planning is not static. The social and economic development of man, forward or backward, cannot stand still. He must progress if he is to fulfill his destiny in this world and in other worlds or planets!
52. Evolution, invention and automation are familiar terms today. They each have significant meanings and implications. So it is with man's relations and dealings with his fellows. As a member of society how best he can contribute to the well-being of the body politic, must be the concern of himself and of a sufficient number of other men to protect civilization, at least the stage of such civilization as we have to date achieved. This is where the study of political science comes in.
53. In a democracy, imperfect as it may be, the preservation and progressive development of the machinery of government, to the end that the people will be enabled and encouraged to exercise their rights and responsibilities as citizens, are the pre-requisites of democracy's survival.



There is a need for a more complete understanding of the social and economic conditions of the people. The Toronto and Northern District School Board would continue to have a representative on the Metro School Board, possibly more than one representative as presently provided by the Act.

### CONCLUSION

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In a democracy, imperfect as it may be, the preservation and progressive development of the institutions of government, to the end that the people will be enabled and encouraged to exercise their rights and responsibilities as citizens, are the pre-conditions of democracy's survival.





A superficial comparison of the subject and the central theme  
communities are federated, - as in a democratic  
confederation enjoying direct representation by  
population, - can do much to lessen the contrary  
political and financial stresses. In such a setting  
rapport between the "haves" and the "have-nots"  
and between the die-hard centralists and the  
champions of local government can be realized, - an  
entente based on cordiality and mutual respect.

THE  
END

**Reference No. 1.**

**Royal Commission on Local Government in Greater London, 1957-60**

721. We conclude, therefore, that the solution lies not in a surrender of vital local government functions to central government but in the reorganization of local government institutions within the Review Area so as to enable those functions to be performed by and through the machinery of local government. Such a surrender is not necessary and is undesirable for a number of specific reasons.

**Reference No. 2.**

**Royal Commission on Local Government in Greater London, Eng.**

697. We have made clear our belief that administration on the one hand and effective public participation on the other are integral parts of one whole and that each deeply affects the other. We believe that anyone who reads what we have written up to this point will see that this is not merely a matter of theory but comes out constantly in practice. As we turn now to examine what changes in the structure of local government we should recommend, we hope that it will be equally clear that we have throughout tried to hold simultaneously in mind these two organically connected elements in the situation.

724. Secondly, a surrender to central government of the important powers to which we have been referring would, we believe, be the death knell of local government in the Review Area in the sense in which local government is understood in this country. Local government, as we have previously remarked, means local self-government. Once admit that self-government is impossible in many important respects, and local authorities are so downgraded that it is difficult to conceive of their attracting councillors or officers of the calibre necessary to save them alive.

Ref.No.3

**From "The Borough System of Government for Greater Montreal,-  
The Municipal Service Bureau, Montreal, June 1947; last three  
paragraphs, page 8.**

But it may be asked: is it not possible for the Central Council of a large urban district like Greater Montreal to be just as representative of the spirit of the citizens as a whole, as the councils of smaller municipalities?

*Experience answers in the negative.* For it is a well known fact that the larger the municipal unit the less the interest of the average citizen in its administration, and the larger the opportunity for maladministration.

And especially is this the case in large metropolitan areas, where from time to time, annexation of small municipalities has taken place. As a small municipality is absorbed into a large municipality local pride and interest diminish, and the most perfect system of civic government will fail, unless the citizens are wholeheartedly behind it. This has been proven over and over again.





Ref.No.4 - From "A Report on the Metropolitan Toronto System of Government. Prepared for The Special Committee of the Metropolitan Council on Metropolitan Affairs. By The Ontario Department of Economics. Nov.,1961."

Remarks of the Hon. L.M. Frost, Q.C., in the Legislative Assembly on the introduction of a Bill Concerning the Municipality of Metropolitan Toronto, February 25, 1953.

"Among those favouring total amalgamation there are a substantial number who argue that it should be effected over a period of time. Those who favour total amalgamation, therefore, will find nothing in this legislation to prevent gradual and total amalgamation if that is desirable. Experience will be the best teacher.

On the other hand, those who argue for the retention of local councils and municipalities will have the fullest opportunity to work out the feasibility of this system. If, by experience, it should prove desirable, there is no reason why alterations cannot, coming from experience again, be made to the present legislation.

In other words, this legislation is not irrevocable to the extent of destroying the local councils. They will still continue with substantial things to do and so will the local school boards. Experience will show whether there should be changes, and I am satisfied that the men and women who will serve on the Metropolitan Council and the integrated school board, being men and women of the widest experience in municipal affairs, will find the best solution to these questions on the basis of experience, reason and common sense. After all, the problems are being left to the people's elected representatives whom they may continue in office or remove each year at will. From these elected representatives working democratically will come changes and solutions which will give to this great and important area the type of government which best suits its needs."

**Reference No. 5 - Royal Com., Local Gov. Greater London, Eng.**

**Structure**

✓ 1001. For local government purposes in this area there should be constituted a number of Greater London Boroughs and a Council for Greater London.

**The Greater London Boroughs**

✓ 1002. The Boroughs should be the primary units of local government and should perform all functions except those which can only be effectively performed over the wider area of Greater London. The needs of the wider area will make it necessary for concurrent or supplementary powers to be conferred on the Council for Greater London in relation to some aspects of environmental health and housing. Subject to this, the Boroughs should be responsible for:

**Housing**

✓ **Personal Health, Welfare and Children's Service (other than Ambulances)**

**Environmental Health (other than Refuse Disposal)**

**Roads (other than Main Roads)**

**Libraries**

✓ and they should have important functions in regard to education and planning.

They should have the status and constitution of municipal boroughs.

They should as a rule be within the population range of 100,000 to 250,000, and the necessary amalgamations should be broadly on the lines indicated in our Report.





Ref. No. 6

## Campbell Wants People to Elect Metro Council

Scarboro Reeve Albert Campbell said yesterday Metropolitan Toronto Council should be elected by the people to eliminate the split that has developed between city and suburban members.

Proposing a complete revision of the Metro system of government, the reeve suggested that Metro Council would thus become more powerful in the affairs of the area. The council could be supplemented by local councils to deal with local matters and services.

He said Metro Council could be elected by wards that would overlap suburban and city boundaries to eliminate the division between city and suburban members. He estimated there might be as many as 25 wards.

According to his plan, Metro Council would control all financing, set the mill rate and levy taxes throughout Metro; also control all major works and development.

He suggested Metro be divided into seven or eight boroughs with each electing its own council to handle local problems and services.

He said the mayor or chairman of the central government should be selected from among the elected members of council.

Ref. No. 7

8 THE GLOBE AND MAIL, SATURDAY, FEB. 29, 1964

### MANITOBA

# No Metro Defects, Cumming Reports

By JOHN DAFOE

Winnipeg — In an urban area of half a million people governed by 19 separate municipal governments, some form of metropolitan government might appear to be a self-evident necessity.

The need for Metro Government, however, has been anything but self-evident to a large number of voters in Winnipeg and its suburbs since the Metropolitan Corporation of Greater Winnipeg was founded four years ago.

Spurred on by jealous local politicians, a large and vocal section of the public rapidly made Metro the whipping boy for every evil which beset the Greater Winnipeg area.

It was this situation which led the provincial Government two years ago to appoint a commission to review the effects of Metro Government in Winnipeg and to recommend any changes that might be required.

Chairman was Lorne R. Cumming, Ontario's Deputy Minister of Municipal Affairs and one of the architects of Toronto's pace-setting metropolitan organization. The other members were G. S. Halter, Winnipeg lawyer and commissioner of the Canadian Football League, and Russell Robbins, Winnipeg trade union leader.

The commission has now made its report and has given Metro a clean bill of health.

The general tone of the commission's report came as no surprise to those who had watched the chairman question the anti-Metro witnesses at the commission's public hearings. Mr. Cumming showed himself a man of scant patience and abruptly dismissed those — including the Mayor of Winnipeg — who appeared before him not to present facts but to make political speeches.

The only surprise was over the degree of confidence the report express-

ed in Metro. After recommending some changes in the details of operation, the report made it clear that "we have found no need for any change in the basic principles of the statute," and added, "We have found no justifiable grounds for criticism and no real defects in interior administration."

The report was immediately and predictably labelled "a whitewash" by Winnipeg's Mayor Stephen Juba. The fact that the mayor was able to make this charge with some effect points up the chief weakness of the report.

The Cumming Commission was established with two main purposes:

- It was to recommend to the provincial Government any useful changes which could be made in its metro legislation. This, it effectively did.

- It was to provide the means of settling, in the minds of the public, the question of whether Metro was or was not a useful form of government. This, it did not entirely do. The report ignored the criticisms of Metro with which it did not agree. Instead of discussing the criticisms and setting out its reasons for rejecting them, it virtually rejected them out of hand.

One of the chief criticisms made of Metro at the hearings was of the system of electing its councillors from pie-shaped constituencies which cut across municipal boundaries.

Because of Mr. Cumming's connection with the Toronto system, where the individual municipalities have direct representation on Metro Council, some expected him to recommend the same system here. In fact, the report rejects the proposal in a few sentences. It states that the decision was reached after full consideration but the details of that consideration are not set out.





**Reference No. 8 - Royal Com. Local Gov., Greater London, Eng.**

287. We also recognise that the difficulties of local government in Greater London stem more from the complication of the problems to be solved than from inadequacies in the machinery of government. We do not delude ourselves into thinking that one can solve problems by projecting changes of machinery, nor do we believe that untidiness of form necessarily involves inefficiency of government. ✓

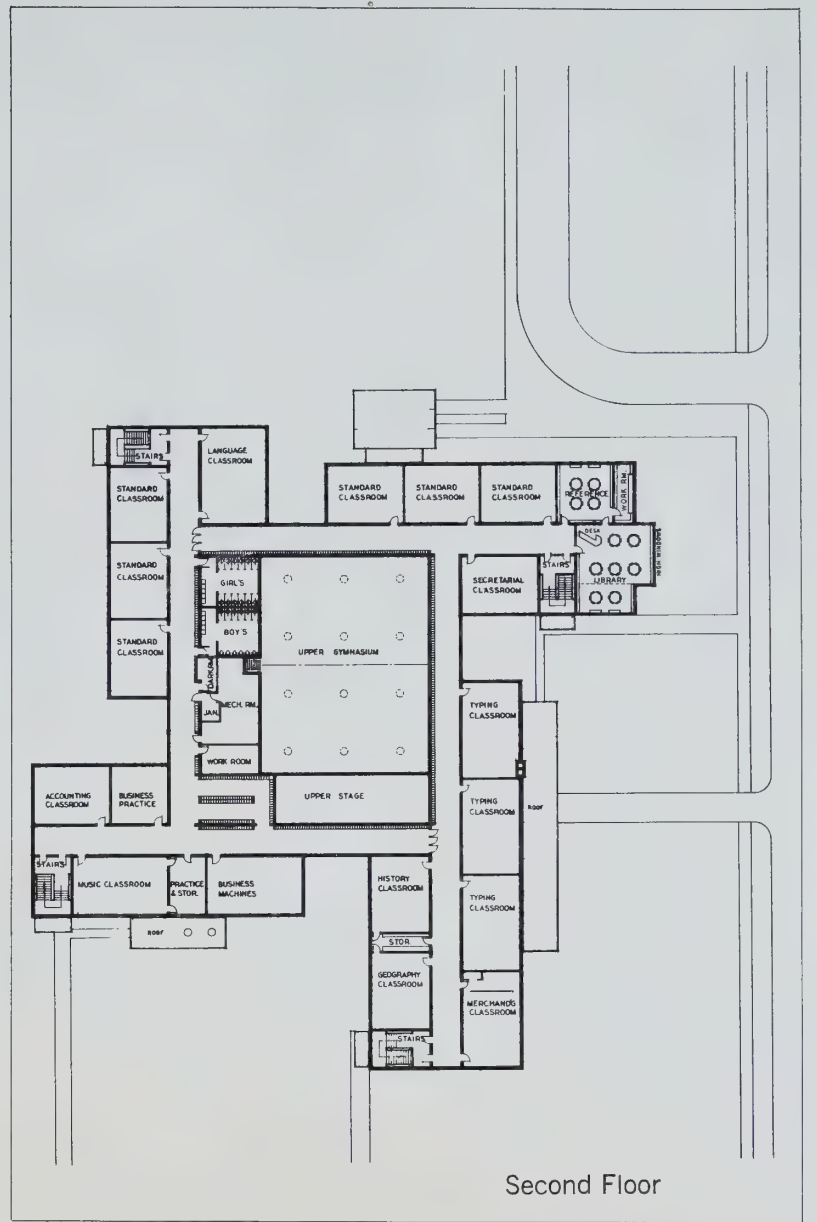
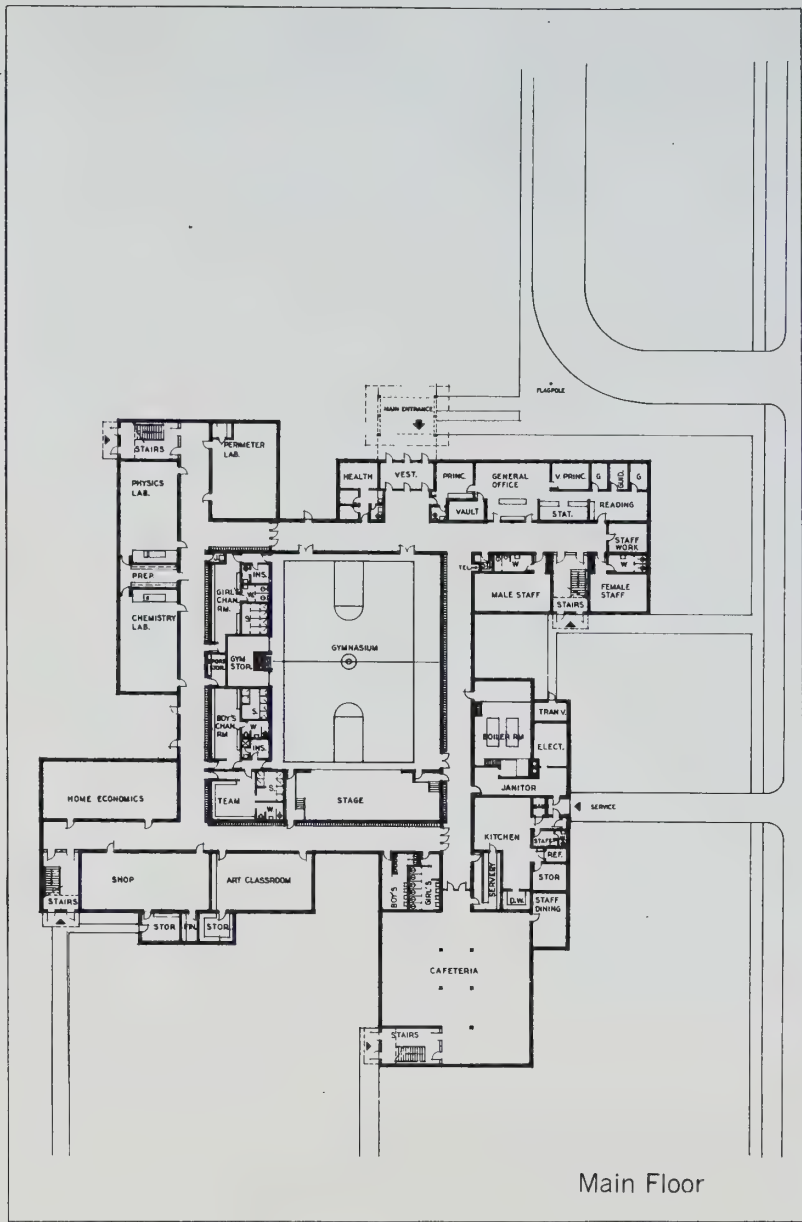
288. We have, therefore, not approached our task in any spirit of tidy-mindedness. Where a system is working or being made to work our predilection has been in favour of leaving it alone. As we have explained in an earlier chapter, we have approached our task from the point of view of examining each function of local government separately, deciding whether it is being adequately performed, considering whether any inadequacies are due to the machinery of government, and then concluding whether for the proper performance of functions the machinery should be altered. We have only made recommendations for change where we have felt driven to do so in order to provide the machinery necessary, in our judgement, for the solution of London's problems as they are today and as far as we can foresee them in the future. ✓

**Reference No.9 - Royal Com. Local Gov., Greater London.**

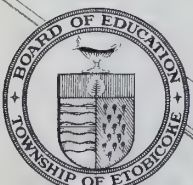
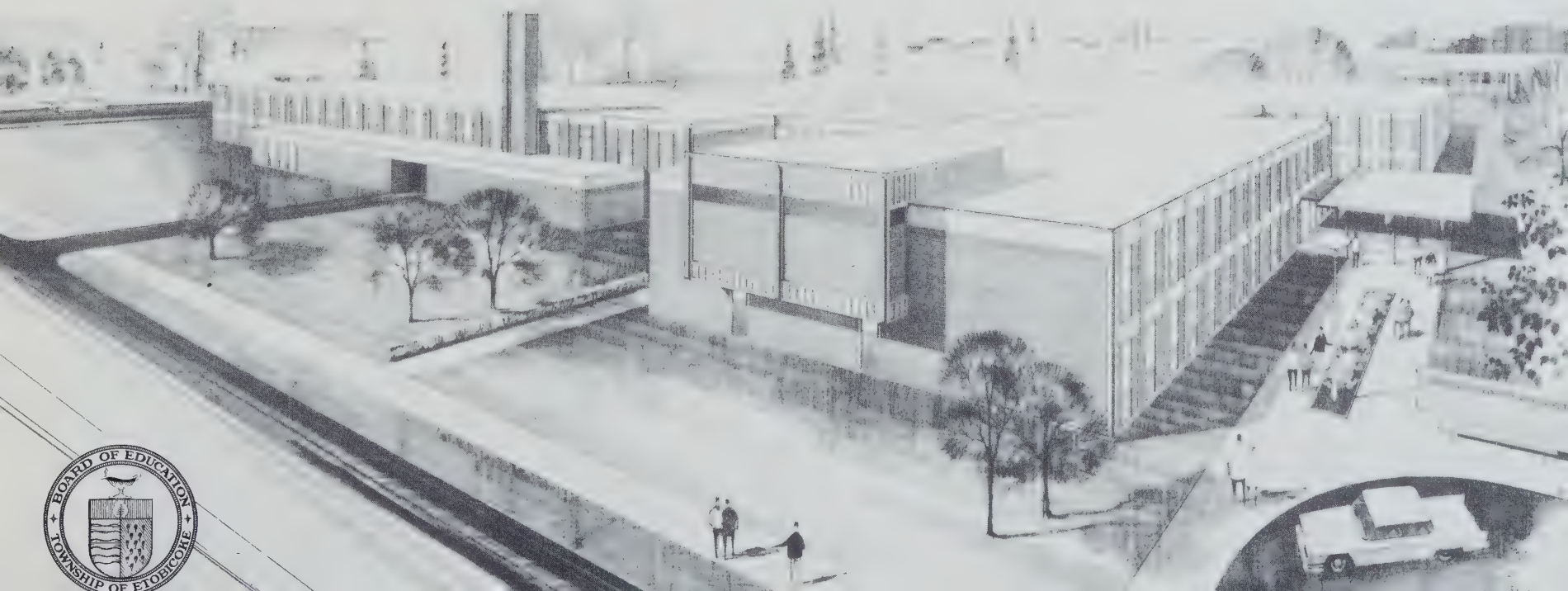
The Council should be directly elected with a member for each Parliamentary constituency in Greater London. Elections for this purpose should be held every three years, and at the same time and place as the election for that year of members of the Borough Councils. ✓







# SCARLETT HEIGHTS COLLEGIATE INSTITUTE





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PROGRAMME

GOD SAVE THE QUEEN

ChairmanMr. John D. Parker, Chairman of the Board of Education

SoloMiss Janice Topping, Soprano

InvocationRev. J. R. Strickland, C.S.B., Michael Power High School

Presentation of School BibleJames McDonald, President, Students' Council, Kipling Collegiate Institute  
Robert Breadmore, President, Students' Council, Scarlett Heights Collegiate Institute

DedicationThe Rev. David McGuire, President, Etobicoke Ministerial Association

Superintendent of Secondary SchoolsMr. T. D. Boone

Principal of the SchoolMr. R. B. Wickett

Scarlett Heights Collegiate Institute Concert BandMr. Charles B. Foster, Conductor

Introduction of Principal SpeakerMrs. Helen Spence, Member of the Board of Education

Principal SpeakerHis Worship John P. MacBeth, Reeve of the Township of Etobicoke

AppreciationMr. G. A. Kirk, Vice-Chairman of the Board of Education

O CANADA

At the conclusion of the programme you are cordially invited to inspect the school.

Refreshments will be served in the auditorium.

OFFICIAL OPENING  
FEBRUARY 7, 1964

THE BOARD OF EDUCATION FOR THE TOWNSHIP OF ETOBICOKE

Reference No. 11.

Royal Commission on Local Government in Greater London, 1957-60

727. Similarly, if central government were to assume the powers in question, would a Minister really be able to maintain a quasi-judicial position as between, say, a planning authority and an individual, or between a body seeking to acquire compulsorily land for highway development and the land owner concerned?

What is needed is a clarification and definition of functions, not a further combination of them, which would be the inevitable result of the ideas some of our witnesses have put forward.

728. Fourthly, we have to remember that the Review Area is not the only area reserved for special consideration. The Local Government Commission have to deal with a number of 'conurbations', to which they are directed to give special attention and to which the general criteria of the Local Government Act, 1958, are not necessarily to be applied. If local government in London were to capitulate to central government in the manner contemplated, is it to be supposed that the example would not be followed in the Special Review Areas? The rot would spread far.







**RON HAGGART**

## *This expert's report will chill the suburbs*

**W**HEN YOU WANT expert advice, the best kind of expert to hire is one whose views are already well established. That way you won't be embarrassed by any unpalatable truths. And your own base prejudice will achieve the high gloss of expertise.

Following this line of reasoning, the city of Toronto recently hired Mr. Eric Hardy to write a lengthy report on why the present Metropolitan government should be wiped out and replaced with a single city government covering Toronto and its 12 suburbs. Old-line city politicians have believed in this process of amalgamation for many years. So has Mr. Hardy, the former director of the highly-regarded, and independent, Bureau of Municipal Research.

### **Tap the suburban taxes**

A great deal hangs on Mr. Hardy's work, the first draft of which was completed and handed to members of the Toronto City Council last week. Mr. Hardy's report will be the main submission of the city to the Goldenberg royal commission which is studying the affairs of Metropolitan Toronto.

If the city of Toronto cannot bludgeon a recommendation for total amalgamation from Carl Goldenberg in the next year or so the issue will be dead for many, many years to come.

Politicians of the city, politicians like Allan Lamport in particular, see amalgamation into one big city as a way to tap the tax income from sprawling suburban shopping plazas and new factories for the rebuilding of the worn-out services of central Toronto. At the last meeting of the Toronto City Council, Mr. Lamport said that, under amalgamation, the growing tax income of North York "would be available for our redevelopment because they don't have any (such problems)."

The danger of amalgamation as a political issue in Toronto is the danger of the quack cancer cure. It is not in itself harmful, but it keeps the politicians from turning their attention to the real problems and the attainable solutions.

Every failure in the city (the failure to assemble downtown industrial land, for example) can be blamed on the dirty conspirators from the outside who milk the city dry to bring sewers to industrial land in the suburbs and at the same time prevent the city from achieving the Valhalla of amalgamation.

It is perfectly acceptable for politicians like Allan Lamport to cry that city money is being wasted down suburban sewers. That is Mr. Lamport's function in society. But it is disappointing to find an acknowledged expert in municipal administration repeating the same old shibboleths that have for so long bedevilled and beclouded Toronto politics.

### **City pays for suburban growth**

In his report prepared for submission to the Goldenberg commission, Eric Hardy complains that through the agency of the Metropolitan government, the city of Toronto "currently is paying close to half the cost of mammoth capital undertakings whose major purpose is to support suburban growth."

Mr. Hardy continues that "the crowning injustice" is that these mammoth undertakings, such as sewers, then tie in to city assets such as sewage treatment plants which in the past were built by "the thrifty management" of the city and turned over to the Metropolitan government without compensation.

Mr. Hardy is guilty of both a factual and a philosophical error, and the city's case will not be advanced by submitting such stuff to the practised scrutiny of Carl Goldenberg, Canada's most-used royal commissioner.

One of the assets which the city's thrifty management provided was the Ashbridge's Bay sewage treatment plant, which removed 50 per cent of the solids from the city's effluent and—as anyone who has lived in Toronto longer than 10 years knows—left the other 50 per cent to produce the world's largest publicly-owned stink.

The fact that the political and financial power of the Metropolitan government forced the city to make its financial contribution to bring the Ashbridge's Bay plant up to an acceptable 90 per cent standard is hardly a sacrifice about which city politicians, and experts, can now complain.

But Mr. Hardy's philosophical error is more serious, simply because it is excusable from the lips of a politician but not from the pen of an expert.

### **Some houses still unbuilt**

A sophisticated expert should not perpetuate the idea that a sewer in North York is of benefit only to North York.

People cannot live in big cities without schools, sewers, water and roads. The population explosion in Metropolitan Toronto (it once claimed to be the fastest-growing area in the hemisphere next to Sao Paulo, Brazil) could not have happened without the massive public investment in these services.

The large skyscrapers now going up in downtown Toronto (and the high taxes they pay to the city) are the result of that population explosion. Such office buildings depend on a large labor pool from which to draw, and on a large population to buy the goods and services which produce. Those sewers in the suburbs have, therefore, a very real effect in strengthening the economy of downtown Toronto.

But what might have happened if Mr. Metropolitan had become one big city 11 years ago? Mr. Hardy is quite clear. "If amalgamation had gone through, development of the city would have been more controlled by staging."

Put in its simplest terms, that means it might have been *your* house that would not have been built.

It is for reason, such as this, that the citizens of the outer suburbs fear the great amalgamation. They are not far from the city. Their interests, Mr. Hardy has stated, are fully justified.



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On this page and following pages are reproductions of four articles on the subject of Metropolitan Toronto Area government published in consecutive weekly editions of the Etobicoke Advertiser Guardian and of the Rexdale-Thistletown Advertiser Guardian during the month of December 1962. Each installment of the series was featured on the front pages of these newspapers.

THE ADVERTISER-GUARDIAN, THURSDAY, DECEMBER 6, 1962

# Crusade For Local Government

by Dalton J. Little

To say that "the time is premature for amalgamation", is to say that it should come ultimately. The series of special articles published in this newspaper during recent weeks under the caption "Suburbia VS Hometown" was an excellent presentation of factual data and logical argument in support of local municipal government.

Last week this newspaper ran an editorial on the front page, "Amalgamation A Gamble" which started off as follows:

"Today we publish the last of our special series in which we have tried to show the time is premature for amalgamation."

If I thought that the present is not the time to bring about amalgamation, I would surely believe that at some time in the future it should be realized. If I believe amalgamation of the 18 area municipalities of Metropolitan Toronto eventually will be a good thing I should be assisting its advocates to bring it about as soon as possible.

Amalgamation is inherently either a good thing or a bad thing for us. Because I am convinced that by creating one large city of over a million and a half people we would lose local self government. I want to join with many well informed citizens throughout Metro to prevent any move which would have this result.

There are many points of view as to how best we can preserve and improve municipal government—the real "grass roots" government or the government closest to the people,—and at the same time maintain a second level of municipal government. The latter we realize must co-ordinate and administer services and public works that are common to all the area municipalities and by their character are essentially matters which should come within the purview of Metro.

The ballot, free elections and democracy are terms that mean little to too many. Most of these people who pay municipal taxes understand perfectly the meanings and implications of real property assessment, the mill rate, and the tax bill showing their real estate taxation.

The statistics on the comparative costs of municipal government and of education at the present time in each of the municipalities comprising Metro which have been published in the series, Suburbia VS Hometown, have opened the eyes of business men and taxpayers generally. The statements made by well known and responsible men and women who have been

candidates for election to councils and school boards during recent weeks have also set a lot of people thinking.

## HIGHER TAXES

The projections of the very probable higher taxes that would result



D. J. LITTLE

A student of public affairs and government for many years, Mr. Little is well qualified to make observations and suggestions regarding civic government. He is a former member of the Press Gallery at Queens Park, covered city hall in Toronto for one of the dailies, and contributed feature articles to Saturday Night on the effect of legislation on business. He is a former editor of a weekly newspaper contemporary of ours in Etobicoke and was in 1959-60 a member of the Etobicoke Board of Education.

if the 12 suburban municipalities of Metro were annexed to the City of Toronto have been startling. These revealing facts have been the clincher. Today there are a lot more people aware of the dangers of amalgamation than those who prior to the recent election campaign had any conception of what it was all about.

What is needed now is a crusade for the preservation of democracy at the local level. I understand there is a movement afoot to enlist the active support of citizens in a concerted effort to crystallize public opinion on this vital issue.

When the time comes for the Ontario Government to decide what the structure of the municipi-

pal government of Metropolitan Toronto, at one or two levels, is to be in the future, the constructive suggestions of the people will be welcomed at Queens Park. The Vox Populi is still the voice to which our legislators listen, even though it may be a "still small voice".

While the big noise and the creaking wagon wheel get attention, the representations of private citizens, citizen groups, affected municipalities etc. if made in a reasonable manner usually get more sympathetic consideration by the government to which they are directed.

The positive approach is so much better than a rear guard action. Most of the talk and publicity to date by those who want to save local government has been against amalgamation. Rather than just being "agin" something let's be for something. I am not primarily an anti-amalgamationist. I am simply trying to be an effective pro-conservationist of democratic municipal government.

We had an interesting demonstration of the "anti" attitude at an election campaign meeting for candidates for the Etobicoke Board of Control and Etobicoke Hydro Commission in Thistletown Collegiate Thursday evening of last week. The three candidates for the two controllership offices all said they were opposed to amalgamation and that if it came about our taxes would go up.

I appreciate the fact that there is no time to do justice to a subject such as two-level municipal government in the time allotted to each candidate at an election meeting. I asked the candidates a number of questions bearing on this subject. Messrs. John Carroll, Murray Johnson and Andy MacDonald each answered the questions put to them by myself and others in the audience. As reported by one of the Toronto dailies, in answer to my questions as to whether they favored direct representation of the electors on Metro Council, they each replied in the negative. This attitude by local councillors is not surprising.

If the plan of representation suggested by the Gathercole Report (Ontario Department of Economics of which George Gathercole was deputy minister) is adopted the four or five boroughs each send the number of members to Metro Council which its population would justify in relation to the number of citizens each Metro councillor would represent at the





time these boroughs are established. This would give representation by population.

#### INDIRECT REPRESENTATION

The trouble with the Gathercole recommendation is that it would perpetuate the system of indirect representation on Metro Council of the electors, a continuance of

the parochial or sectional interests clashing at Metro Council meetings, city against suburban municipalities, certain of the latter pulling in opposite directions, or log rolling by these councillors who were elected to their own municipal councils and not directly to

(Continued on Second Front)

## Crusade For Local Gov't

(Con't from Page One)

Metro Council.

In Metropolitan Toronto aldermen and councillors elected to their home-base councils are, figuratively, split personalities. While on home base they are home-town legislators. Out in the Metro field they try to play for both teams. It's just not baseball. They are torn between two loyalties.

As long as local councils send some of their own members to the Metro Council there will always be the lurking possibility, or chance, that Councillor Mr. X may some day be one of those chosen. Then, instead of being a big toad in a small puddle he may, per chance, become a big toad in a big puddle.

As in London, England for 63 years, and recently in the Winnipeg Metropolitan area, the members of the second level of municipal government are elected by the voters in electoral districts the boundaries of which are not necessarily related to the boundaries of the local municipalities or boroughs. The Government of Ontario recognized two levels of municipal government when the Legislature passed its Bill Number 80 in 1953.

To have two levels of democratic municipal government we require direct representation on each, not just at the local municipal level.

If electoral districts are carved out of the entire metropolitan area, according to population densities, or respective area totals, and if we elect one representative in each of these districts who will represent practically the same number of people as all other metro councillors each represent, we shall have achieved rep by pop and direct representation of the electors on the metro council.

This electoral system is precisely the same as that provided by the machinery of government for the federal and provincial legislative bodies under the provisions of the British North America Act of 1867. There is no reason why such proven pattern cannot be followed where we have two levels of municipal government in a large urban centre commonly called a metropolitan area.

#### CREATE BOROUGHS

To revert briefly to the Gathercole report, it is quite true that if four or five boroughs are created by Mr. Gathercole, each of these boroughs could be given or allotted the number of representatives from its local borough council who would sit on Metro Council on the basis of its population in relation to the total population of Metro, and in relation to the number of electors represented by each councillor in Metro. The latter would be arrived at by dividing the pre-

determined number of councillors who would constitute the Metro Council into the total population of the entire Metro area.

The Gathercole plan would, as we have already observed, give a fair measure of rep by pop at the present time and for a number of years. However, it is much easier to redistribute by changing the boundaries of electoral districts from time to time to make them conform to the correct per capita of each than to attempt to alter municipal or borough boundaries for the same purpose. With shifts in population densities the boundaries of constituencies, ridings, electoral districts, or what-have-you, cannot remain constant.

Another great advantage in making the structure of the central, or Metro government directly responsible to the people is in the fact that the boundaries of any of the local entities of governmental jurisdiction need not be disturbed. In other words, initially the present 13 area municipalities could continue to function within the framework of the confederation known as Metropolitan Toronto without being disturbed in the slightest degree.

The report of the Royal Commission on Local Government in England, 1957-60 strongly urges the preservation of local municipal government as understood in that country and recommends that areas, or boroughs, under local municipal government should have populations ranging from 100,000

December 13, 1962

### GROWING INDICATIONS

## Robarts Not Too Keen On Total Amalgamation

By Dalton J. Little

As a service to the community Mr. Little has been given the opportunity to write a series of commentaries on the subject "Crusade For Local Government". The first of Mr. Little's articles was published last week.—Ed.

The first definite steps to make changes in the structure of the municipal government of Metropolitan Toronto are expected to be taken by the Ontario Government at some time during the present session of the Legislature, as foreshadowed by the Speech from the Throne at the opening.

A statement released by Queens Park over last weekend asserted that Premier John Robarts had denied that a commission or committee was about to be set up by the government to study the

this connection it is interesting to note that a delegation from Toronto Council, led by Mayor Nathan Phillips, to the Premier of the Province urging the amalgamation of the government are frequently couched in phraseology that is quite meaningful. If the spokesman was correctly reported by C.B.C. news, it is of interest that the study of the possible "amalgamation" is not in the cards. Rather it could be assumed that when the Government is ready to proceed the study will have to do with the broader aspect, namely "local government."

(continued on page 3)





## GUIDE POST

The report of a Royal Commission or Special Committee will be the guide post or chart. The Government is not only thinking about Metro Toronto. The study will undoubtedly result in legislation which will apply to all urban centres in the province when they reach the status or size prescribed by such statute.

Even though no immediate change may be in the offing there is no excuse for us to be complacent. The amalgamatisers are not.

Radical changes in the structure of our Metro government are indicated and will likely emerge soon. In these circumstances, it will not be surprising if the present legislation is repealed and a new measure enacted which will create confederated municipal governments and boards of education.

The advocates of centralization, complete unification of all services, annexations or amalgamation have been shouting from their house tops for many a moon and the daily press of Toronto has been their sounding board.

Though less vociferous but none the less effective, the champions of local government have remained steadfast in their resolve to prevent the cannibal from devouring her children.

There has been no indication, so far, that Queens Park is ready to throw the suburbs to the wolves, or permit annexation of Toronto's adjacent suburbs to the City.

Indeed, to accede to the importunities of some of the Toronto politicians in this regard would be to set a dangerous precedent. A pattern thus established could result in further annexations east, west and north ad infinitum. In fact the 13 Metro Toronto municipalities, as reported in the press a few weeks ago, did not get much encouragement.

In fact last October 10th Controller Philip G. Givens was quoted by the Toronto Star as having stated at a council meeting that when board of control had a conference, shortly before that council meeting, with Premier John Robarts the latter had given him

the impression he (Robarts) thought Toronto's attitude was parochial. Controller Givens was quoted as adding, "He (the Premier) seemed to think we were a big leviathan wanting to swallow up the smaller municipalities."

The determination of a number of Toronto Council members-elect to get the ONE BIG CITY idea put across and their show of confidence that they will succeed, as demonstrated during television interviews election night of last week, has proven to my satisfaction that the real battle of wits and of words is just about to begin.

For the preservation and enhancement of local democratic government, now is the time for all crusaders to put their armour on and fight the good fight if battle we must. Within a few weeks or months the die will be cast.

## Defeated Supporters

The Toronto dailies last week did their best to persuade their readers that the election of strong

(Continued on Page 9)

## Robarts Not Too Keen

(Continued from Page 1)

advocates of amalgamation to City Council would give their cause a "stronger push" with ultimate victory for their cause. The fact of the matter is that the two largest suburban municipalities gave decisive victories at the polls to their chief magistrates, Reeve Norman Goodhead of North York and Reeve Albert Campbell of Scarborough over their opponents who advocated amalgamation.

Aldermen William Archer and David Rotenberg were the only members of Toronto City Council who voted against the motion of October 9th last to apply to the Ontario Municipal Board for an order to provide for the amalgamation of the City with its 12 suburbs.

Yet, they were both re-elected December 3rd, and since the election have reiterated their stand on this important issue.

For that matter Mayor Phillips who has for years been one of the most amalgamationist of Toronto politicians went down to defeat. It is generally conceded that his successor in the mayor's chair, the present controller Donald Summer-ville, will be less inclined to pressure the Ontario Government.

All members-elect to council and

board of education in the Township of Etobicoke are opposed to amalgamation.

Only one candidate for the office of councillor in Etobicoke declared himself for eventual amalgamation at the nomination meeting in the council chamber. He is a former City of Toronto alderman, a Mr. Colucci, and was a candidate in ward one. He was snowed under at the polls.

It is abundantly clear that the people of Etobicoke, by and large, are just as positive as the citizens of Scarborough and North York in their determination to preserve local government, if not more so.

Despite the complexion the Toronto dailies have tried to put on the result of the vote Metrowise, there is no doubt that the electors supported the proponents of local municipal government within the complex of a metropolitan government. As to just what form it will take no one knows. There are possibly almost as many variations and ideas as there are people expressing support of local government.

I believe it can be demonstrated that the majority of citizens living within the Metropolitan Toronto area are agreed on one proposition,

that is the retention of local government.

Confederation is one thing. Amalgamation is quite another matter.

## PARTY GOVT

Other aspects of the "Crusade for Local Government" that should be discussed include the agitation for party government at the municipal level. The Globe and Mail has been harping on this theme for some time.

All we need to bring the death knell of municipal government, as we have known it in this country, is to have one council in one city hall for each of our larger urban areas in Ontario and then set up the machinery of party politics the same as that which functions in the provincial legislatures and the federal parliament—but more on this subject later.

We shall also hope to deal more completely with certain of the recommendations of the Gathercole Report to Metro Council and the essential differences of approach to democratic government which an economist takes to those of a student and authority on the subject of political science.





December 20, 1962

## IN AMALGAMATION FIGHT

# Little Constructive Direction Given By Etobicoke Council

BY DALTON J. LITTLE

In the welter of argument on the merits of amalgamation, or on the virtues of maintaining local government, seldom is reference made to the views of those responsible for passage of The Municipality of Metropolitan Act in 1953.

The report on the Metro system of government prepared for the Metro Council in 1961 by the Ontario Department of Economics contains a quotation from a significant statement by the Hon. Leslie M. Frost, at that time, Premier of Ontario, when introducing the measure, Bill 80, in the Legislature.

Mr. Frost stated, in part, that those who favored total amalgamation would find nothing in the legislation to prevent gradual and total amalgamation if that should be desirable. Similarly, those contending for the retention of local councils and municipalities would have "the fullest opportunity to work out the feasibility of this system", he asserted.

"In other words", Mr. Frost said, "this legislation is not irrevocable to the extent of destroying the local councils. They will still continue with substantial things to do and so will the local school boards." "... From these elected representatives working democratically will come changes and solutions which will give to this great and important area the type of government which best suits its needs."

Here is an invitation, which I believe still stands, to the 13 area municipalities to make recommendations to the Ontario Government at this time or at any time.

Etobicoke 1961-62 council was 100 per cent opposed to amalgamation. What did it do about it?

Around the end of 1961 our council directed that a committee of civic department heads and their deputies should consider the application of the Village of Long

Branch for the amalgamation of the three lakeshore municipalities; that the committee should study in general its effect on Etobicoke and also on Metropolitan Toronto government.

The staff committee met Thursday, January 25, 1962 and prepared a report of some 550 words to Council. Committee of the Whole, for meeting of the following Monday, January 29th.

Whether this fast work was intended to produce a report that would act on council as a "speedy Muffler" I am not sure but it was at least a display of dispatch in the conduct of public business.

About the same time Etobicoke Council met with the councils of Mimico, New Toronto and Long Branch and discussed the suggestions relative to possible amalgamation of their municipalities. Civic officials were also present.

It would appear from a later

move, October 29, 1962, that the dying council bestirred itself a little once more. That day it passed a motion endorsing another staff report emanating from a staff meeting of October 23rd. This staff meeting had been called pursuant to council's direction "to discuss the proposed partial or total amalgamation of the municipalities

within Metropolitan Toronto."

Briefly, the recommendation of the first staff meeting, January last, was to register opposition to the Village of Long Branch application "because of its effect on the general Metropolitan concept, especially in relation to representation on Metropolitan Council for the Township of Etobicoke and some other municipalities which in our opinion, is already inequitable".

This report favored consolidation of the area municipalities west of the Humber River "providing such consolidation can be done with the general reorganization of Metropolitan Toronto and the attainment of balanced representation on Metropolitan Council". It endorsed the idea of a borough system.

The October 23rd report included a review of the Long Branch, New Toronto and Toronto City applications and the "Gathercole" Report, Ontario Dept. of Economics.

Four recommendations of the October staff included:

## ONE

Recognition of the accomplishments of a Metro form of government;

## TWO

Re-affirmation of the contents of January 26, 1962 staff report and "that positive support be given to the findings in the Gathercole Report".

## THREE

Support for the application of New Toronto to amalgamate the lake-

shore municipalities and Etobicoke with a reservation on the inclusion of any part of Toronto Township until adequate facts and figures have been compiled; and finally

## FOUR

In connection with recommendation number three that "the clerk's and Planning Departments will seek out and distribute information concern-

# AMALGAMATION

(Continued from Page One)

ing that part of Toronto Township which New Toronto proposed to include in the west borough of Metro. Further that council might wish to request Board of Education and Etobicoke Hydro Commission to make their opinion known to the Council."

Council does not appear to have given any direction in the latter matter. Up to Friday last neither the Board of Education nor the Etobicoke Hydro had received a request for its opinion.

It's surely time that the members of Etobicoke Township Council took a more active part per-

sonally in formulating plans for the future government of Metropolitan Toronto. Civic officials can help in this work as no other group of persons in the Township can do, but for council to delegate its research and detailed deliberations mainly to the bureaucracy—the staff,—is a mistake.

The committee that brings in such an important report as one on which hinges the whole future of this municipality, should be a committee of council. Such special committee should meet, along with the heads of departments, not just once or twice, but make a thor-

ough study of municipal government, past, present and probable future in the Province of Ontario with specific reference to our experience in Metropolitan Toronto and to examine the history and explore recent developments elsewhere in Canada and other countries.

True, this is the thorough of investigation we expect Q. J. Park to undertake but that does not relieve us of our duty to at the facts for our own information in the preparation of a white paper on such a subject of the Ontario Government.

In doing their share of the key work the members of any legislative body working through in





committees serve two purposes. Doing so familiarizes the members of the council or legislature with the whole field under review as no report from civic employees or civil servants can do, no matter how good the report may be.

Secondly, the more legislators who become immersed in the subject matter the greater becomes the dissemination of the facts subsequently to the public. This is of the utmost importance to those of us in Etobicoke and elsewhere who are working to save our "grass roots" government.

Indications from Queens Park are that whatever fact-finding entity is set up to advise the Government on future structure of municipal government it will take a year or more to accomplish its task.

The comprehensive report on local government in Greater Lon-

don, England, by a Royal Commission took three years to complete. During this time it sat for seventy hours hearing oral representations in the course of which the stenographic records show that the members of the Commission asked no less than 15,949 questions.

Therefore, it would seem that to be constructive and effective in offering recommendations to our own provincial government, the special committee of Etobicoke Council should take several months, if indicated, holding weekly or biweekly meetings until its members are ready to come up with a report as nearly complete and convincing as they can make it.

If all the suburban municipalities of Metro Toronto did the same, the result would likely be a series of recommendations having much in common. The submissions so well prepared would be of great

value. Moreover, if the area municipalities each supplied all the other suburbs, and Toronto, with a copy of their respective briefs before transmitting them to the Gov-

ernment, as was done in Greater London, all hands would know in advance what was being proposed by everybody else. This procedure was requested by the Royal Commission in London and was readily complied with.

We must postpone our comments on agitation for party politics in municipal government and additional observations on the Gathercole Report until another day. The exigencies of space at this time in relation to sustained reader interest forbid. There is no dearth of material or lack of debatable proposals or ideas.

December 28, 1962

# No Longer Babe In Wood Etobicoke Needs Reps

By DALTON J. LITTLE

The 10 new provincial ridings proposed for the suburban areas of Metropolitan Toronto announced Monday of last week by Premier John Roberts in the Ontario Legislature are needed, of course, because of population explosion in Etobicoke and Metro suburbs. The proposal moreover, is a striking example of how representation by population, "rep by pop", is achieved.

The City of Toronto could lose the Township of Etobicoke would several of its 13 seats in the Legislature. Shifts in population density instead it is planned to have parts of the Township in three ridings. It is an axiom of representative government that the citizens living in the area where such a government has jurisdiction shall be the electors of that law making body.

The citizens of Etobicoke, Scarborough, or of the City of Toronto elect their members to their respective municipal councils. These people are also citizens of Ontario and elect their members to the Provincial Legislature for the provincial ridings in which they reside. As Canadian citizens they elect their members to the Parliament of Canada for the federal ridings in which they live. It is a recognized fact that the boundaries of electoral districts, either provincial or federal in Canada need not have any relationship to the boundaries of any municipality.

In this series recently I urged direct representation on Metro Council instead of indirect as at present. For example to give the people of the Metropolitan Toronto area proper representation at Queens Park the Premier's announcement did not indicate that

provincial level.

The situation would be the same if city aldermen were chosen to serve as members of Parliament at Ottawa. The Fathers of Confederation knew better.

Each level of government has its own geographic zones known as wards, electoral districts, ridings or constituencies. When the Ontario Legislature enacted Bill 80 (The Municipality of Metropolitan Toronto Act, 1953), the statute established two levels of municipal government.

The principle of direct representation was ignored by Bill 80 presumably for the reason that an expedient form of government was deemed necessary to get Metro started as a cohesive entity of thirteen federated municipalities.

County councils are conglomerates of indirect representation. They are a sort of second level of municipal government but only for limited purposes of administration, largely in the rural areas.

The preliminary governmental structure of Metropolitan Toronto was never intended to be its stone of destiny. It had to be nurtured like the infant. It's no longer a babe in the woods. Whether it is now to become an adolescent or a mature adult, the next few months will tell.

Should a particular recommendation of the Gathercole Report be implemented, we shall have boroughs each sending a given number of its own council members to





Metro Council there to be vested with the additional rights and duties of Metro councillors.

Such councillors, under this plan, would serve in the dual capacities of borough and of Metro councillors. In this circumstance we would have what I call the adolescent stage in Metro government development.

It has been claimed that liaison (togetherness or close co-operation) would be lost if the Metro Council members were elected directly from electoral districts as in London, England for the past 63 years and as recently established in the Metropolitan Winnipeg area.

I agree with Mr. Gathercole that the borough system is desirable for

Metro Toronto.

Many of us, however, believe that direct representation from electoral districts to Metro Council is the only lasting solution for a confederation of semi-autonomous municipalities. This would be the adult stage.

Liaison is maintained by all municipalities of a province and the provincial government of same without having city fathers, as such, becoming members of the provincial legislature.

Matters of concern to municipalities which require special legislation have no serious difficulties. The channels of communication are there. The liaison is effective.

Other questions on which new

legislation is not required are dealt with by regulations pursuant to existing legislation. Here again liaison is in evidence.

The same sort of avenues, or procedures, should be applicable to metropolitan areas where two levels of municipal government have been created by the people's representatives in the provincial legislature.

May the year 1963 be one of deep satisfaction for all my friends and "dear readers" whether you like what I write or not. We hope for your satisfaction in the accomplishment of worthwhile endeavors by overcoming the disappointments and seizing the opportunities.

#### ERRATA

- Index Page : Sectional Interests (not interest)  
 Page 5 : First line, "Lack of interest in public affairs is not" (not e) : End of 3rd line: "paragraph 13" (not 10)  
 Page 7 : Fourth line, "together for only those" (not e)  
 Page 10 : Under "Sectional Interests", paragraph 30, second line should read "paragraph 15 herein" (not par.12)  
 Page 24 : Paragraph 49 "It might be said" (not siad)













148  
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100